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INTELLIGENCE COMMUNITY PERSONNEL STUDY  
TRAINING AND CAREER DEVELOPMENT:  
CENTRAL INTELLIGENCE AGENCY

Training Policies: CIA's policy stipulates that all employees are to receive the training they need to develop and maintain the "highest possible standards of performance." The agency conducts a variety of training courses and, within budget limitations, supports job-related external training as an integral part of career development and to develop the potential of employees. As a matter of policy, CIA places responsibility on the individual employee to be alert to training opportunities and to take the initiative toward self-improvement. Supervisors are responsible for managing whatever immediate training is needed for assuring subordinates perform effectively.

The heads of the five CIA career services -- one for each directorate and one for the Director's area -- set training policy for their career service and, in conjunction with the Director of Training and Education and/or the Executive Director, approve long-term external training, orientation travel and other specialized training. The senior training officers and career management officers of each directorate develop and plan training requirements for each career service or sub-group and ensure that supervisors and employees know what training is relevant to their respective positions, functions and grade levels.

CIA adheres to the Government Employees Training Act prohibiting support for training at non-government facilities which is not job-related or is to obtain a degree, and requiring that the employee must have at least one full year of service prior to attending any external training.

Training Programs: Most training for CIA's [ ] permanent employees is available through the central Office of Training and Education (OTE). Courses are also conducted by other CIA components in their areas of specialization, primarily for their own personnel. Employees may receive training conducted in other US government schools and programs, in academic institutions and by vendors, as well as through an "Off-Campus Program" which offers courses after regular work hours taught "on site" by qualified CIA instructors.

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OTE annually conducts over 200 courses, exclusive of language instruction; most of these are run many times during the year. These 200 include operations or tradecraft skills, information science, intelligence analysis, denied area training, supervisory and managerial skills, executive development, orientation, secretarial, ADP, personal communication skills, and a variety of specialized offerings. During fiscal year 1987 attendance at these courses totalled over [ ] enrollments, a small fraction of which

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represented employees of other intelligence organizations. Attendance by CIA employees in OTE courses averaged slightly over six days per year.

About one-half of the fiscal year 1987 OTE course enrollments and training days were in the mandated category as a matter of policy or de facto practice. These include a management course and a leadership course for new supervisors, secretarial training, an executive development course for new SES officers, certain tradecraft courses, orientation courses for new hires and career trainees, and language instruction. In keeping with CIA policies, the balance was subscribed through supervisor or employee initiative.

Data on attendance in CIA component-conducted courses are not available. During fiscal year 1987, CIA spent [ ] on external training, an average of \$435 per employee--the highest in the Intelligence Community. External training was spread over [ ] different enrollments. Data on the time spent by CIA employees in external training courses are not available.

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Overall Evaluation of Training: Training available to CIA employees constitute a comprehensive program of instruction which, according to OTE, meets most of the agency's training requirements. Many courses, particularly tradecraft, are unique to CIA and neither CIA nor the Military Intelligence Services could fulfill their covert collection mission without this training. OTE withheld comment on the adequacy of the agency's training program, preferring that the judgement be made by the customers whom the program serves. Their views are not available.

Career Development: CIA's policy envisages career development as a melding of the agency's objectives and priorities with the individual's career interests and goals. CIA does not, however, have an overall career development program for its employees. Rather, with its decentralized career service system, or in some areas at the component level through career service sub-groups which group employees in occupational families, there are a number of career development programs which range from minimal to highly developed. These variations tend to reflect the different missions of the various parts of the agency, and the traditions and organizational practices which have developed over time.

In the Directorate of Science and Technology, where long-range planning of collection and exploitation programs is critical, career development is highly developed with tools including career development handbooks, structured developmental assignments, dual tracks, and succession planning. Career development in the Directorate of Intelligence is also well-established. In other areas of the agency, in which long range planning is overshadowed by the values of individual

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initiative and expeditious response to opportunities and crises, career development activities are more limited. This situation tends to prevail in the Operations Directorate and the Support Directorate where attention is focussed on the work of the overseas CIA stations. It also holds for the central staff elements comprising the DCI area.

Linkage of Training and Career Development: The relationship between training and career development largely depends on the practices of each career service. As there is no overall career agency development program, there is no agency-wide policy which directly relates the two activities. In areas with extensive career development, there is close linkage as the established career paths rely heavily on skills building and formalized training as major factors in employee development. For two occupational fields which depend largely on achieving certain levels in structured, testable skills -- communicators and secretarial -- promotion to the full performance level and beyond is closely tied to training. The projections of annual training requirements based on career service planning also provides a general linkage.

Related Planning: In 1986, OTE with the assistance of the assistant deputy directors who collectively form CIA's Training Advisory Group, developed a long range training plan which sets out strategic goals for training and retraining needs. Long range workforce planning and succession planning have been the concerns of individual career services, but have not been systematically addressed as overall agency programs. Workforce planning and succession planning, as well as career development in general, have recently become the focus of concern and action by top CIA management. CIA reports that work is now underway to develop automated tools which would support adequate workforce planning and strategic plans to link closely CIA's mission and employee development. Succession planning strategies are also being developed that will help identify and develop high potential senior officers.

Issues and NAPA Staff Views: CIA has a well-developed training program. Some courses, such as operations training, provide skills needed by CIA employees and other services without which they could not carry out their HUMINT mission. CIA training, operating on a need-to-know basis, also orients agency employees to the missions and activities of the agency within a security-controlled environment. Some training activities for mid-level and senior officers additionally serve as effective channels of communication between these groups and top management. The growing trend in which OTE collaborates closely with components in specialized training is healthy, as it combines OTE's teaching expertise with the expert skills, subject matter and work environment of the component.

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In the career development field, agency representatives admit that the decentralized human resource management system makes overall agency planning difficult, and inhibits those career development activities which cross career service boundaries. Concurrently, they eschew a highly centralized and highly regulated career development system as not in keeping with CIA's organizational culture or its needs.

In 1986, the CIA Human Resource Task Force addressed this issue and proposed an agency-wide career development policy and a new organizational element. This element, seen as a small, "corporate" planning-support staff reporting to top management, would: develop policies; undertake research and planning in such areas as workforce projection; provide staff support to cross directorate programs such as developmental assignments and succession planning; and provide referent services at the career service and sub-group levels on career development matters. NAPA staff believe that such action would bridge the present gaps in CIA's career development programs and related personnel planning, thus posturing CIA to meet future mission challenges. Such action would, at the same time, preserve important values and equities which derive from the different traditions and cultures within the agency.

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#204 - 5 July 88